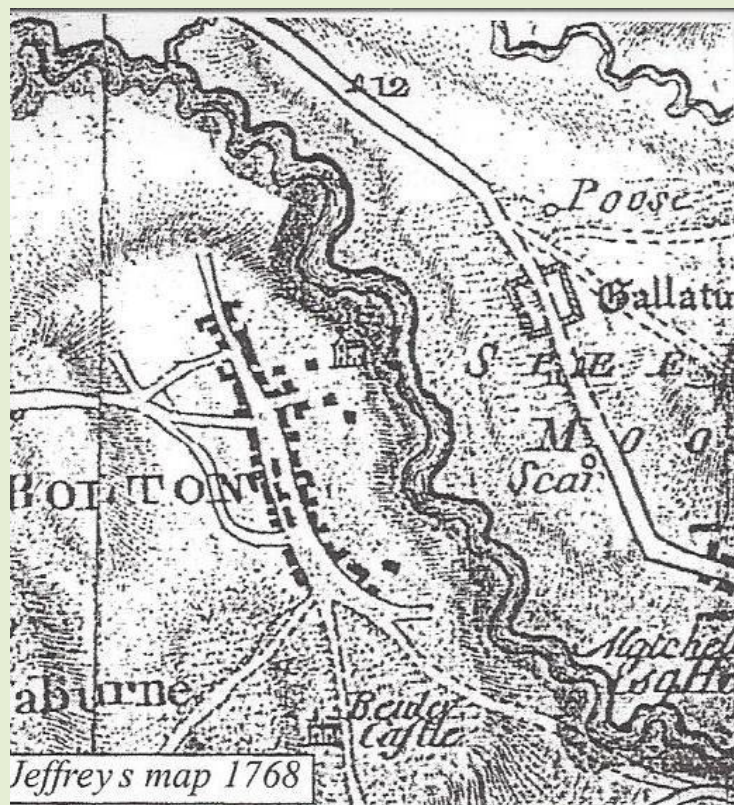


BOLTON

NEIGHBOURHOOD DEVELOPMENT PLAN

2015 – 2035



BOLTON PARISH COUNCIL
September 2015
Final draft for submission

CONTENTS

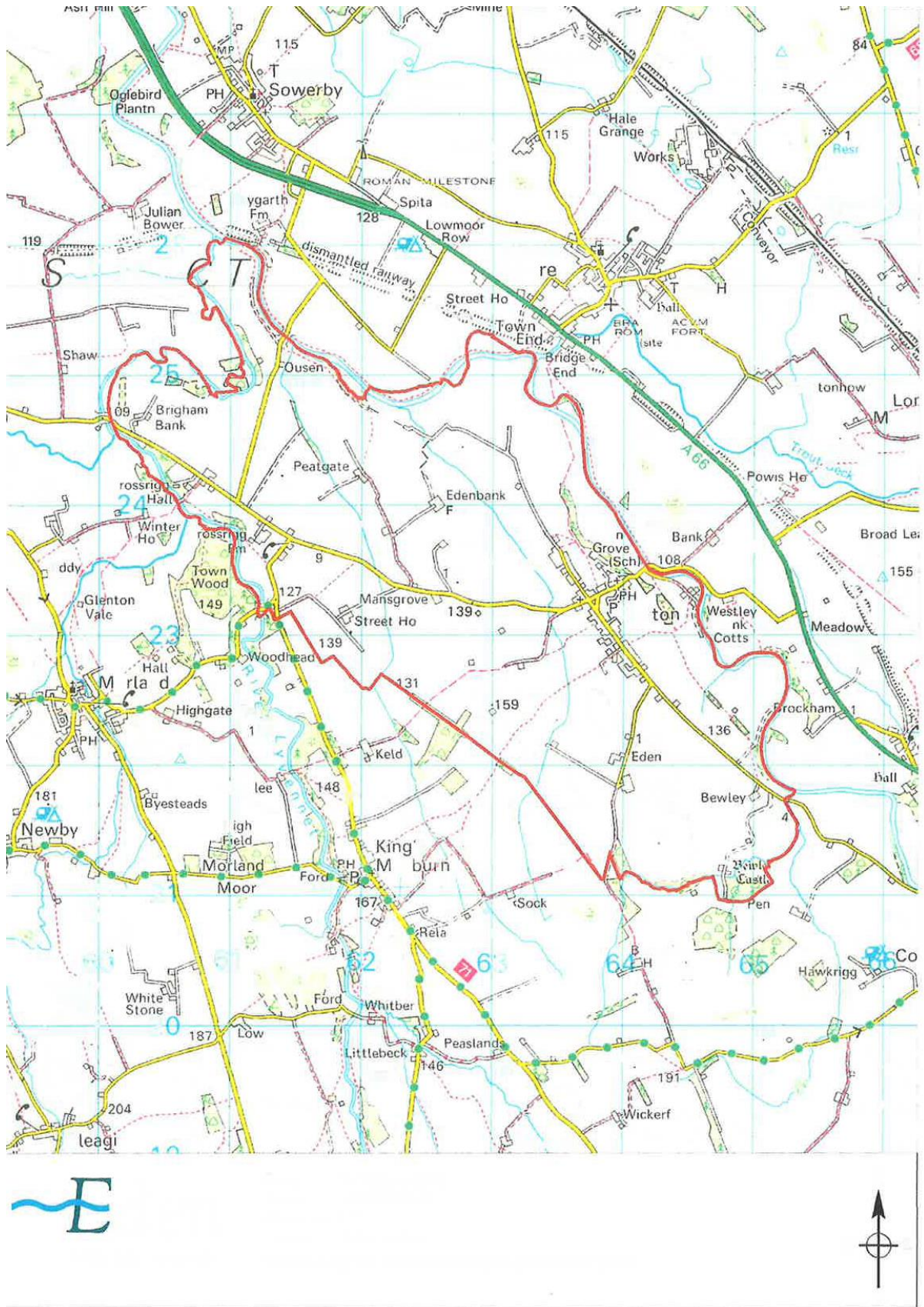
	Page
Map of the Plan Area	2
Foreword.....	3
1. Bolton Parish Profile	4
2. What is a Neighbourhood Development Plan?	7
3. The Role of Bolton Neighbourhood Development Plan	8
4. How was this Neighbourhood Plan Produced?	10
5. The Issues	10
6. Our Vision and Objectives	13
7. The Policies	14
Development Principles	14
Eden Grove	16
Housing	19
Environment	22
Employment	23
Infrastructure	24
Facilities	24
 Appendix 1: Proposed Green Spaces	 25

The Bolton Neighbourhood Development Plan process has been supported by financial grants from:

- Eden District Council via ACTion with Communities in Cumbria
- The Department for Communities and Local Government, Community Rights Programme

and the time and valuable contributions from the Steering Group Members

Map of the Plan Area



Foreword

The Bolton Neighbourhood Development Plan (BNDP) has been produced to provide the residents of Bolton Parish with the power to influence the shape of future development in the parish. The need for a Neighbourhood Development Plan came about for the following main reasons:

1. Community concerns about the scale and design of recent housing developments in the village of Bolton and the detrimental effects upon the character of the village.
2. A concern that the development opportunity at the vacant Eden Grove Residential School could lead to further large scale and disproportionate residential development. Notwithstanding this, it must be emphasised that the community is keen to encourage the viable re-development of the Eden Grove site.
3. Initially, Eden District Council proposed to remove Bolton village from its current status as a Local Service Centre in the new Local Plan. This would significantly reduce the scope for further developments within the parish. Whilst this change of status was in line with the community concerns about the disproportionate scale of recent development, it was also deemed to risk such a significant reduction in development as to prevent the community from meeting its own needs.

The desire to manage the scale and character of future development is at the heart of the decision to prepare this BNDP.

It is the intention of the Parish Council that the BNDP should in the short term provide protection from inappropriate developments, and in the longer term provide guidance and support for appropriate and proportionate growth.

The Localism Act of 2011, which enables communities to prepare such plans, was passed at a time when the Parish of Bolton was preparing a Community Led Plan and related Village Design Statement. As work on these progressed it became clear there was a desire within the community to play a greater role in the management of development: the new NDP process provides an ideal opportunity to do so.

The decision to prepare a BNDP emerged from the Annual Parish Meeting of the 20th May 2013. The Parish Council resolved to seek Neighbourhood Plan Area status on the 23rd September 2013. The Parish was designated a Neighbourhood Area by Eden District Council on the 14th February 2014. A Steering Group was formed in August 2014, comprising members of the Parish Council and members of the community of all ages.

Perhaps the most important test any NDP has to meet is that it be community led and when adopted, community owned. This plan has been prepared after significant consultation with the community along with help and advice from officers of Eden District Council. Ultimately, the Draft Plan will be examined by an appropriate third party Examiner and tested at a local referendum, before being adopted by Eden District Council as a formal Bolton Neighbourhood Development Plan.

August 25th, 2015

1. Bolton Parish Profile

1.1 Bolton is an ancient parish, situated in the rural heart of Eden District in Cumbria, close to the historic market town of Appleby in Westmoreland. The Parish is bounded to the north-east and north by the River Eden, to the west by the River Lyvennet and to the south by more agricultural land of the Eden valley. Appleby is approximately 4 miles to the southeast of Bolton village.

1.2 The landscape surrounding the village of Bolton forms part of the larger valley of the River Eden and is characterised by low rolling hills with a scattering of farmsteads and only limited scattered woodlands and copses. The wider landscape is dominated to the east by the highest peaks of the North Pennines Fells, including Cross Fell, the highest peak in the whole Pennines. To the west are distant and attractive views of the Lake District mountains.



1.3 Statistical Summary, based on 2011 census

The Parish population in 2011 was 435 in 175 households (plus 15 second/holiday homes).

	Number	Bolton %	England %
Children under 16	80	17.9	18.9
Working age	255	59.3	64.7
Over 65 years	100	22.8	16.3
Dependency ratio		0.69	0.55
Lone parent families with dependent children	5	16.7	24.5
Single pensioner households	25	14.1	12.4
Ethnic minority	5	2.1	20.1
Detached houses	114	60	22.3
Owner occupied households	132	74.6	64.1
Socially rented housing	10	5.6	17.7

Median house price semis (2009)		£152,000	£211,043
Economically active adults	196	62.4	69.9
Employed in agriculture	30	15.4	0.8
Employed in retail	30	17	15.9
Working age DWP benefit claimants	15	6.2	14

1.4 It can be seen from the above statistics that Bolton Parish is not significantly different from the national average with regard to children and families, is modestly different in terms of the proportion of older people and is significantly different in terms of ethnic minorities (very few) and house types (greater proportion of detached houses than the national average). Economic and social statistics show the Parish suffers from significantly less deprivation than the national average.

1.5 Historically, the principal business and employment activity across the parish was agriculture, mainly animal husbandry rather than arable crop production. Today many of the smaller farms have closed with fields absorbed and amalgamated into larger holdings and the resultant larger establishments are focussed mainly on the dairy and sheep industry. Additionally there are significant levels of equestrian activity. Most of the former small farming homes and associated buildings have been absorbed into the housing stock through a variety of barn conversions. Within the village of Bolton, only one such former holding, Violet Bank, now remains available for similar redevelopment.

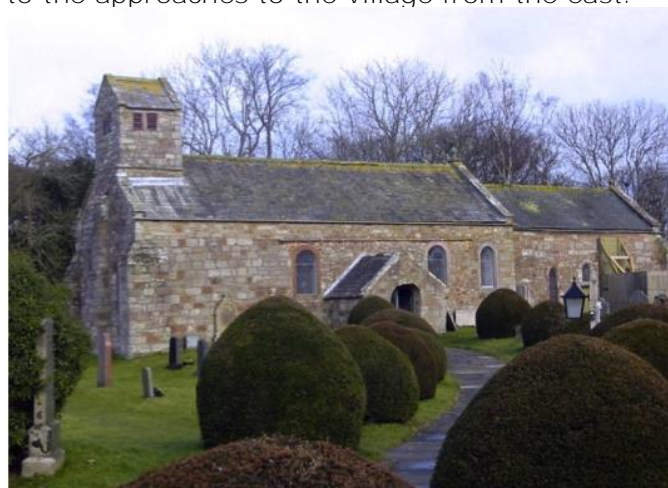
1.6 There are few other employment opportunities in the village or parish. Until its closure in June 2013, the main employer was the Eden Grove School, run by the Priory Group, with accommodation for up to 75 boys and some 150 staff members.

Bolton Village

1.7 Bolton is the only village within the Parish and is of ancient foundation.

1.8 **As can be seen from Jeffrey's map of 1768 (see cover), the village was isolated** from the main trans-pennine road and villagers would have had to ford the River Eden, to approach the village from the east. The first record of a bridge was in 1807.

1.9 Many of the older houses date back to the 17th Century. All Saints Church is the oldest building in the parish with some parts dating back to the second half of the 12th Century. It is Grade I listed. Most of what can be seen today is from the restoration in 1848. It sits in an elevated position within a well-kept churchyard and imparts a very attractive character to the approaches to the village from the east.



1.10 Since 1768, the village slowly and progressively developed up to and including the two World Wars and in the main to meet local needs. Census returns show the growth over a 200 year period:

Year	Population	Dwellings
1811	365	70 (5 uninhabited)
1851	384	Similar to 1811
1891	345	Similar to 1811
2001	406	156
2011	435	175

1.11 The main village is basically cross shaped, oriented north-west to south-east (see Appendix 1), with a village green at the cross roads. Until very recently most development was fronting the main roads, with very few buildings set deeper back from the roads except a few agricultural buildings. Since the Second World War, new cul-de-sacs have been created breaking the tradition of frontage development, and the most recent developments have been in the form of longer cul-de-sacs which have extended behind the frontage properties, further changing the traditional character of the village, not always in a sympathetic manner. Many former gaps in the frontage development have recently been infilled.

1.12 At the time of writing, there are 10 dwellings under construction, and 17 with extant planning permission in the village.

1.13 Whilst the village does not have the status of a Conservation Area, there are a number of important listed buildings, and the village retains much of its former character, particularly near the crossroads and village green.

1.14 The village has the following facilities;

- Parish Church
- Chapel
- Primary School and Nursery
- Memorial Hall
- Playing Field
- Public House
- Limited public transport

The village recently lost its only shop and post office.

1.15 According to the Action with Communities in Rural England (ACRE) Rural evidence project (October 2013), residents of Bolton Parish show an above average satisfaction with the local area as a place to live and a sense of belonging to the neighbourhood. As part of this sense of well-being, Bolton is considered by its residents to be safe and with a low fear of crime and anti-social behaviour. There is a high sense of social cohesion and strength of community spirit.

2. What is a Neighbourhood Development Plan?

2.1 Neighbourhood Development Plans (NDPs) are a way in which local communities can influence planning decisions by preparing and adopting development management policies governing land-use planning matters to meet their expressed/identified needs/priorities. If a NDP containing these policies successfully passes scrutiny by an independent examiner and then is subsequently approved by a local referendum, the **NDP will be formally 'made' and thus the policies it contains will be adopted by the Local Planning Authority (LPA)** for development management purposes in the consideration and determination of formal applications for planning permission. The policies would also be taken into account in any Appeal where they were cited as part of the reasons for refusal of planning permission.

2.2 NDPs were established through the Localism Act 2011 and accordingly must meet the requirements of the Neighbourhood Planning Regulations of 2012, which mean that the Plan must conform to the following basic conditions:

- Generally conform to the strategic policies of the formally adopted Development Plan for the area, in **Bolton's case the Eden Local Plan.**
- Have regard to current National Planning Policy;
- Contribute to achieving sustainable development; and
- Be compatible with European Union law and human rights obligations.

2.3 Thus the weight to be accorded to Parish led development management policies contained in any NDP will be at least equal to that of policies developed at District, and national level. An up to date NDP could be given more weight than a Local Plan which may be a few years old, ensuring that local residents have a real and greater voice in planning decisions which affect the quality and contribution of new development to local communities and the character of the village and local landscape. However, NDPs are not a potential tool to stop development from happening in the first place. They must generally conform to the scale of development envisaged in the Local Plan for the District.

Current and Emerging EDC Policy

2.4 In Eden District Council's current Local Plan (1996), Bolton village is designated as a "Local Service Centre" (LSC). Each LSC has been expected to contribute to the target for new housing across the District, and the statistics for recent planning approvals show that Bolton has seen significant growth with more houses, under existing approvals, yet to be built.

2.5 Eden's adopted Local Plan is under review. Existing adopted policy is in Eden's Core Strategy Development Plan Document which was adopted in March 2010. There are also **a number of "Saved" Policies from Eden's old Local Plan of 1996.** The Review has reached the stage where Eden District Council published their "Preferred Options Local Plan" for consultation in July/September 2014. The results of that consultation are now being assessed by EDC, in the preparation of the Local Plan that will be submitted to the government for examination in due course. The policies in the emerging Plan will replace **all the existing adopted and "Saved" policies.**

2.6 Initially, one of the proposed new Policies was to re-designate Bolton as a “Village and Hamlet” where only infill and rounding-off development would be allowed. This change of status was in some respects welcomed, reflected the community’s concern about the significant scale of growth in Bolton village over the last 15 years. However, it also raised concerns that the limited scale of development would prevent the community from achieving certain objectives such as meeting its own housing needs. The focus on “infill” also raised the spectre of the possible loss of valuable open space in the village. This emerging policy was one of the key motives for the Parish Council and local community seeking to prepare a BNDP.

2.7 Since the first draft of the Local Plan, the EDC has produced a proposal to re-designate Bolton as a “Key Hub”, but without an allocated housing target. At the time of submission Bolton’s status in the new Local Plan is therefore uncertain, but the Parish Council is of the opinion that this would not materially affect the BNDP.

3. The Role of Bolton Neighbourhood Development Plan

3.1 The Bolton Neighbourhood Development Plan (BNDP) provides development management policies to help enhance the quality and contribution of future development within Bolton parish by providing additional tools for:

- Bolton Parish Council to consider and refer to when providing consultation responses to new applications for planning permission;
- Eden District Council (EDC) as Local Planning Authority (LPA) to use in the formal consideration and determination of applications for planning permission;
- Cumbria County Council (CCC) as the local authority responsible for granting planning permission for their own operational requirements where they are not excluded development e.g. for schools libraries and youth provision; and,
- The Planning Inspectorate to consider in the event of an appeal any refusal of planning permission issued by the LPA which cites BNDP policies as part of the reason for refusal.

3.2 The BNDP and the additional policies it provides are firmly rooted in the expressed concerns and objectives of Parish residents. It has been written to meet the requirements of a diverse audience, including residents, local businesses and local authorities, statutory undertakers, other interested parties and officials responsible for ‘examining’ and ‘making’ (i.e. approving) Neighbourhood Development Plans.

3.3 The BNDP is a key tool by which residents are hoping to help shape the future of development within Bolton parish. The concerns and objectives have been expressed in responses secured through the Bolton Community Plan consultation exercise and other associated consultations, including the draft VDS and the early drafts of this document.

3.4 The BNDP is intended as a 20 year plan to be implemented in tandem with the Eden Local Plan (ELP). Under the terms of the Localism Act 2011, the BNDP is required to be

in general conformity with the strategic policies of the ELP as the primary development plan for the area, and also the Minerals and Waste Local Plan of Cumbria County Council.

3.5 In addition to issues covered by the proposed development management policies set out in this document, a range of other issues have been raised by residents which are either matters:

- Not considered relevant for inclusion in development management plan policies;
- Considered to be already satisfactorily addressed by existing actions/policies in the ELP; or
- Which require more substantial evidential justification or strategic environmental assessment beyond the scope of currently available funding/resources.

3.6 Establishing formally adopted policies within the BNDP will give greater weight to the views of those living and working within Bolton parish as those policies will form part of the adopted development plan.

3.7 The BNDP will sit alongside other existing, up to date, adopted local and national policies contained in both the National Planning Policy Framework (NPPF) and other national planning guidance and the ELP.

3.8 The BNDP document and thus the proposed policies it contains will also need to be scrutinised and found to meet the basic conditions (see above) and other relevant legal requirements by an external independent examiner before the BNDP may formally be **'made' and the policies it contains adopted as integral to the Local Development Plan for the area.** The steps to be taken are:

1. Screening by EDC of the draft BNDP regarding the possible need to carry out Strategic Environmental Assessment and/or Habitats Regulation Assessment.
2. Submission of the BNDP to EDC.
3. Public consultation by EDC of this BNDP Submission Version.
4. Examination.
5. Referendum (subject to passing the Examination).
6. Adoption by the LPA (subject to approval through the Referendum).

4. How was this Neighbourhood Plan Produced?

4.1 The BNDP is the end result of extensive consultation with the broadest possible spectrum of stakeholders over a period of approximately three years. Initially, work focussed on the production of a Community Led Plan (CLP) and an associated Village Design Statement (VDS). This work was then taken forward as a sound basis for the development of the BNDP.

4.2 The iterative consultation and development process is described in more detail in the accompanying Consultation Statement.

5. The Issues

5.1 Consultation over the years has revealed varied community concerns, against a background of general satisfaction with the quality of life experienced today. A minority would prefer a status quo with no significant change, but the majority accept that to sustain present standards change has to be faced and embraced. That said, the clear majority viewpoint is that change has to be in keeping with existing village characteristics and that services and opportunities should match the needs of the age ranges across the population. Topics relevant to the BNDP can be summarised as follows and each heading is explored in more detail below:

1. Over and insensitive development
2. Long Term empty homes
3. Loss of open green space
4. Loss of Shop and Post Office.
5. Needs of the Young.
6. Needs of the Elderly.
7. Housing on Farms.
8. Public Transport.
9. Facilities.
10. Broadband

1. Over and Insensitive Development.

Recently, the village has been subject to significant development, mainly led by developers for market led homes. This has resulted in a rapid increase in population with most newcomers arriving from outside the District and many from outside Cumbria. Whilst the numbers of new homes has been of concern, especially to those longer term residents wishing to sell their own properties, the speed of development has created difficulties in assimilation. The recent spate of growth has not been completed, there being 22 dwellings with permission yet to be built.

National and locally adopted policies on densities have also led to unrepresentative developments – exemplified by small and closely cramped plots, more typical of urban rather than rural village characteristics. A prime example is **the Graham's Rigg** development, where even Listed buildings have not been protected from the severe overbearing effects of new dwellings.



Grade 2 White House with very significant overbearing
from Grahams Rigg

Of particular concern is the future development at the vacant site of **Eden Grove School**. This large site (see page 16) presents a significant development opportunity for conversions and/or re-development. Notwithstanding the support of the community for a viable re-development, there is serious concern that re-development of this site could be of a scale that is disproportionate to, and out of character with the village. There is also a strongly expressed desire that the re-developed site should provide local employment opportunities.

2. Long Term empty homes.

A further frequently expressed concern is the number of long term empty homes in the village. One example has been unoccupied **since the 1960's**. These homes have progressively deteriorated and have detracted from the village character. This is viewed as a waste of village assets and recently the Parish Council has been working with Eden District Council to help to evolve policies to tackle the problem. It will be difficult for a BNDP to solve this problem alone.

3. Loss of open green spaces. As the village has been developed there has been a progressive loss of open green spaces. It is possible to anticipate that in years to come, unless some areas are protected, all green spaces will have been used for infill development. If this was to happen, the nature of the village would be changed and **much of today's character** lost.

4. Loss of Shop and Post Office. The loss of the Shop and Post Office in 2008 was acutely felt by the whole of the community. It had been the social hub of the community and provided valued services to those with no access to transport. The loss led to the creation of the much valued Bolton Exchange – but could not replicate the financial services especially for pensioners. Some services have been provided by Bolton Exchange – the latest being the Cumbria County Council Library Book drop service. It is through community efforts, rather than the BNDP itself, that this loss may be mitigated but in allowing an appropriate scale of development the BNDP could help to support the remaining facilities in the village.

5. Needs of the Young. The village briefly had a youth club which ran on Fridays and eventually only opened once per month. The major issue was to find enough adult volunteers willing to lead the club; there was no shortage of youngsters. Again, it is community efforts that will address this issue.

6. Needs of the Elderly. Broadly speaking the elderly in Bolton are reasonably well supported either through existing groups – Exchange, Lunch Club etc – or supportive neighbours. That said, there could well be individuals who need more support. There

could also be scope to introduce cross generational activities and support. There is a need for the mix of future housing to address the needs of both the elderly and the young.

7. Housing on Farms. During consultation a very particular housing issue arose concerning new homes on farms and other rural businesses. Current national and local policy does not give such businesses the flexibility to use dwellings associated with them that they require. Given the current challenges of the agricultural industry, a key concern must be to encourage and support sustainable diversification.

8. Public Transport. Bolton Parish contributes financial support to two services provided by Fellrunner on Tuesdays and Fridays. Bolton also provides the coordinators and a number of volunteer drivers for the Appleby Volunteer Car Service. Clearly there is a limit to the funds available for provision of additional public transport services. However, as the population ages the calls for services will continue to increase. There is a perceived need for better access to our Key Service Centre at Appleby. Similarly the needs of the younger generations are not met. Community efforts working with transport providers will address this issue.

9. Facilities. The surveys identified very clear appreciation and support for existing facilities including the Memorial Hall and Field, the Primary School, Nursery, Church, Chapel, Eden Vale Inn and the various events and opportunities that each provide. There are plans to expand the Memorial Hall and to increase activities and opportunities in the Field. A survey was carried out by the landlord of the Eden Vale Inn and changes are underway to reflect community comments. The Parish has recently applied to register the pub as a Community Asset.

10. Broadband. Enhanced Broadband speeds are seen to be the key to future needs in the community especially to support the increasing trend of work at home. However, the "Connecting Cumbria" initiative, which is underway at the time of writing, will see significant improvements in local connectivity, such that a new policy is not considered necessary.

6. OUR VISION

“In 2035, Bolton Parish will be a prosperous, sustainable and cohesive community that, through proportionate and sympathetic development responsive to local need, has preserved or enhanced the character of the village and its enfolding landscape”

OUR OBJECTIVES

Development Principles

To ensure that all development is of a proportionate scale and designed in sympathy with its immediate surroundings, the character of Bolton village and the character of the local landscape.

Housing

To attain a balanced community, by encouraging a steady rate of development that meets the diverse housing needs of the community, so that all age and income groups have access to appropriate local housing.

Eden Grove

To encourage the development/change of use of this major vacant property in a viable way, that meets the objectives of this Plan and, preferably, enhances employment opportunities in the Parish.

Environment

To value, protect and enhance the Parish’s natural and built environment.

Employment

To support existing local employment and encourage new enterprise and employment opportunities of an appropriate scale and character.

Infrastructure

To encourage the provision of adequate and up to date infrastructure in the Parish.

Facilities

To protect community facilities from development and changes of use which would lead to their loss.

7. THE POLICIES

DEVELOPMENT PRINCIPLES

Objective: To ensure that all development is of a proportionate scale and designed in sympathy with its immediate surroundings, with the character of Bolton village and the character of the local landscape.

7.1 To meet the objective of “proportionate scale” the most appropriate tool is considered to be a criteria based policy for the village of Bolton, which allows a number of small scale developments of up to 3 dwellings, over the period of the Plan, and which excludes sites which are considered unacceptable because of their scale and/or character.

7.2 Allowing for sites up to 3 dwellings will ensure that an appropriate housing mix can be delivered in line with the needs of all age groups in the community. Whilst most new development is likely to be on infill plots the policy can also allow for some small scale growth of the village beyond its present limits. In assessing applications on sites beyond the edge of the village, proposals will be expected to be well related to the existing village form and not be of such a scale that cumulatively would lead to more than small scale growth during the plan period. With regard to Eden Grove School site, it is acknowledged that any development here will have to be more than “small scale”: this, with the need to ensure that development here is proportionate, justifies a site specific policy.

7.3 Proposals for conversions of existing buildings will not be subject to this upper limit of 3 dwellings. This is because the scale of some existing buildings, especially on farms, may make a limit of 3 inappropriate.

7.4 With regard to “designed in sympathy”, the most appropriate tool is a criteria based policy incorporating the guiding principles that emerged in the preparation of the draft Village Design Statement.

POLICY DP1

On sites within and well related to the village of Bolton proposals for new development, including extensions and conversions, will be acceptable, provided that they preserve or enhance local character, and that:

1. The size and layout of any proposed development, whether of new properties or extensions to existing properties, is appropriate to the size of the plot, and the character of its surroundings. With respect to new-build proposals, only small scale proposals of up to three new dwellings will be acceptable, unless supported by the Parish Council as a means of securing the redevelopment of a significant site within the village. Particular attention should be given to maintaining sufficient distances between properties. With regard to proposals fronting the main village highways, it is preferable that new buildings are set back from the road, in general conformity with the historic building line.

2. On sites beyond the edge of the village, proposals are small scale, well related to the existing village form nearby, and are not detrimental to local landscape character.

3. Existing roadside walls, hedges, trees and shrubs are retained where they contribute to the character of the village, and are supplemented, where appropriate, with new planting and enclosures in character with the immediate surroundings, and such features will be secured through the development control process and liaison with the respective landowners.

4. Development is of a scale and design that is in sympathy with its immediate surroundings (density, layout, style and materials) and the character of the village. Modern, innovative design and materials may be acceptable subject to appropriate siting, scale and massing and careful attention to detail. Development will be expected to meet the highest possible standards of sustainable design."

5. Particular attention is given to preserving and enhancing the character and settings of Listed Buildings and other heritage assets. Proposals which have an overbearing or detrimental visual impact upon the character and settings of heritage assets will not be acceptable. Development proposals that affect the settings of heritage assets will be expected to be accompanied by a Heritage Impact Statement".

6. Any proposed development does not entail the loss or other significant detrimental visual impact, upon any long distance public view that is considered to make an important contribution to the character of the village.

7. The site of the proposed development is not one that is considered to have significant amenity value or to make a significant contribution to the character of Bolton village, in its undeveloped state.

8. Local infrastructure is adequate to serve the proposal or could be made adequate, through improvements, at the developers expense.

POLICY DP2

In the open countryside, outside Bolton village, proposals for new-build housing will not be permitted unless they conform to national policy, Local Plan policy or Policy HS3 below; conversions to housing, that comply with national and Local Plan Policy, will be acceptable.

EDEN GROVE

Objective: To encourage the development/change of use of this major vacant property in a viable way that meets the objectives of this Plan and, preferably, enhances employment opportunities in the Parish.

7.5 The Eden Grove site occupies almost 21 acres on the immediate outskirts of Bolton village. The original stone buildings date from the early 1800s, comprising a large handsome manor house, outbuildings and gate lodge. A series of unattractive and low specification extensions and detached buildings have been added over the years. The total floor area of all buildings is approximately 4,126sqm. The site includes a significant woodland area, with protected red squirrels and nesting crows, and borders the River Eden, which is a designated Special Area of Conservation. The farmland adjacent to the river is on a flood plain.



7.6 Before its closure in 2013, Eden Grove was a special boarding school with a substantial staff, thereby offering numerous employment opportunities to the local community. Its future use is a matter of great interest for local residents. The concern is that an inappropriate/over intensive use would bring problems of traffic and environmental impact, and that proposals for development on the site, as a whole, might lead to the loss of trees, amenity open space, and wildlife habitats. In addition, the **community's preference is for** development that provides local employment opportunities.

7.7 In addition to the former school buildings, there are a number of former dwellings on the site that used to be occupied by staff. It is understood that these could become private dwellings without planning permission if Eden District Council accepts that their former lawful use has not been abandoned.

7.8 Likewise, if EDC accept that the lawful use of the former school has not been abandoned, it will be possible for a use within the same Use Class (Class C2; Residential Institutions), to move in without planning permission. However, the change of use to any other Use Class will require planning permission and it is appropriate to include a policy to manage future development here.

7.9 A site-specific policy for the whole site is considered appropriate.

7.10 The community considers that a piecemeal approach to development at Eden Grove would not be appropriate. It should take place within the context of the site as a whole to facilitate a cohesive outcome, and ensure that issues such as highway capacity, site access, drainage etc are adequately taken into account from the outset. Any development proposal will be expected to conform to a Masterplan, to be submitted by

any prospective developer, and agreed by Eden District Council, prior to a decision on any planning application.

7.11 A further priority of the community is that any development is proportionate with the overall development of Bolton village. It is accepted that any dwellings created at Eden Grove would be additional to the overall Housing Target in this Neighbourhood Plan, but there is still a need for that number to be proportionate to Bolton's designation, and in line with the capacity of local infrastructure. For example, the school is understood to be at capacity and would not be able to assimilate a large number of children in a short period.

7.12 To ensure that the scale of any proposed housing development at Eden Grove is in line with Bolton's role in the hierarchy, it is considered appropriate to impose a limit of 12% of the number of existing dwellings in Bolton village, plus those with valid approvals. In April 2015, there were 193 existing dwellings, so 12% would lead to a maximum of up to 24 dwellings.

7.13 It is likely that the majority of new dwellings at Eden Grove could be created by conversion of existing buildings, but some of the more modern buildings do not lend themselves easily to conversion and are rather unattractive and out of character with the rest of the buildings on the site. The demolition of these and replacement with well designed new build dwellings may be permitted as long as the resulting development enhances the character of the site. A further priority is to protect the existing woodland, wildlife habitats and undeveloped areas of the site. A third priority is that any new use should, preferably, offer employment opportunities for local residents.

POLICY EG1

Proposals for the re-use and/or re-development of any part of Eden Grove and its grounds, will only be considered in the context of an indicative Masterplan for the whole site. Approvals will be considered provided that:

- i. Any proposals preserve or enhance the amenity value of the grounds as a whole, and the character of the main Eden Grove building, and any sites of ecological or archaeological interest.**
- ii. Proposals do not have an unacceptably detrimental impact upon the amenities of the residents of Bolton village.**
- iii. Proposals do not have a detrimental impact upon the character and setting of All Saints Church and its churchyard.**
- iv. Proposals comply with the District and County Council's highway and parking standards, and do not overload the local highway network.**
- v. Proposals do not entail the loss of the woodland on the site or any sites of ecological interest, or protected species. Proposals should be accompanied by an ecological and arboricultural report. Where it is essential that trees or habitats need to be removed as part of an otherwise acceptable scheme, proposals must include acceptable mitigation and replacement.**
- vi. The aggregate amount of building, including new-building, in terms of footprint and floorspace, does not exceed the total existing footprint and floorspace, except where the overall scheme would result in a more beneficial impact upon the landscape than the existing situation, and would include some other environmental, economic or social benefit.**

Subject to the above criteria, the following uses are acceptable in principle, either individually or in combination:

- **Residential, by means of conversions or redevelopment of an appropriate scale, and subject to the other relevant criteria and policies of this Plan;**
- **Institutions standing in their own grounds;**
- **Nursing home or residential care home;**
- **Education, management or training centre;**
- **Corporate offices/headquarters;**
- **Class B1 use/ high tech development;**
- **Hotel/restaurant/conference centre;**
- **Leisure development;**
- **Health Farm;**
- **Tourist related development in keeping with the character of the site and its surroundings.**

HOUSING

Objective: To attain a balanced community, by encouraging a steady rate of development that meets the diverse housing needs of the community.

7.13 To deliver this objective the most appropriate method will be to adopt policies that require developers to have regard to providing an appropriate mix of housing possibly including starter units, and for development to be carried out at a steady rate which allows new development to be more easily assimilated into the community.

7.14 To control the rate of housing development, it is considered most appropriate to impose an average annual rate of building for the 20 year plan period and a cumulative total, beyond which housing approvals will be refused permission. A rate of 1% per year (April - March) is an appropriate figure, in line with emerging policy, and which will deliver the scale envisaged. There are 193 existing dwellings in Bolton village. A 1% growth rate approximates to 2 dwellings a year. This gives a total of 40 dwellings for the 20 year plan period. In April 2015, there were extant permissions for 22 dwellings, so unless some of these permissions lapse, permissions for only 18 more dwellings will be given during the plan period. This figure relates to Bolton village only and will not include dwellings in the open countryside or at Eden Grove.

7.15 Initially, it will not be possible to control the rate of building of those 22 extant approvals, and they could all be delivered early in the plan period. Therefore Policy HS1 below proposes that no new housing approvals will be given in the village, until the number of completed dwellings falls to an average of 2 per annum for the plan period, except in exceptional circumstances. Such circumstances might include the need to develop a vacant site such as Violet Bank or where there is a particular local need. The Parish Council will therefore apply the policy flexibly, by making an assessment of the current rate of development as part of the assessment of all new housing proposals in the village, and whether approval is likely to lead to the approved rate of building being **surpassed. The Parish Council's comments in this regard will be given significant weight** by the Local Planning Authority.

7.16 The Cumbria Rural Housing Trust's survey of 2010 showed a need for 5 affordable units in the parish (three of these wanted housing in Penrith). This figure is now considered to be out of date and more recent evidence suggests that the existing stock of social housing in the village, including those for the elderly, is adequate. However, the situation will be monitored.

7.17 During consultation prior to the drafting of the BNDP there was an aspiration in the local community that new dwellings should be more environmentally sustainable, to include features such as solar panels and heat source pumps. However, this issue is covered by local and national policy and it would be difficult to justify a different or more ambitious standard in Bolton.

7.18 A particular issue concerning dwellings on farms arose. The problem is the same as in Upper Eden NDP. Providing flexibility for farmers (or rural businesses) is an important objective if farms in Bolton Parish are to remain viable and family owned and run.

7.19 Many of the more successful farms in the area already have two unrestricted dwellings associated with the enterprise. This allows the farmer to use the second dwelling for family members, to help manage generational transition, create extra income through holiday letting, or simply to allow local people to rent a dwelling. However, current planning policy is silent on allowing such flexible use of dwellings on

farms. It tends to expect that farmers want either to provide holiday letting accommodation, or housing for an agricultural worker, or to provide a form of affordable housing. All of these possible planning consents are tightly controlled without any in-built flexibility.

7.20 To provide new housing at farms which has this flexibility will give the farmer better control of the business, allow easier investment decisions, and allow family members to remain on hand for changing circumstances within the sector or within the family. Where new housing is required, for any of these purposes, a justification for it should be made in relation to at least one the purposes, or a combination of purposes. In terms of local housing need, evidence from a housing need survey will be required; in terms of managing generational transition, the family circumstances should show that either one household is retiring or one household is emerging and engaged in farming or caring for another family member; in terms of holiday letting, a viability assessment showing that the income from the new dwelling will help ensure the viability of the farm (or rural) business. The plight of tenant farmers is particularly acute when it comes to finding housing for family members. Their ability to invest in housing is often curtailed by land ownership or tenancy issues.

POLICY HS1

A maximum total of 40 residential units will be delivered, in the village of Bolton, during the Plan Period, including those units with an extant approval at the beginning of the Plan Period. Other than in exceptional circumstances, no new housing approvals will be given if the number of house completions in the plan period exceeds an average of 2 per annum (excluding completions at Eden Grove). When assessing residential proposals in the village, the Parish Council will make an assessment of the current building rate and whether any proposal is likely to result in the required building rate being materially breached, this assessment will be given significant weight by the Local Planning Authority in any decision they make.

POLICY HS2

Proposals for housing development will be expected to deliver a mix of housing appropriate to local needs and demand. Exceptions to this policy will only be acceptable if satisfactory evidence is submitted that the relevant proposal is aimed at satisfying a particular need.

POLICY HS3

Additional dwellings may be permitted at established farm enterprises or rural businesses where there is a need for additional dwellings that can be used by family members, rural workers, holiday letting or renting to local people. Applications for any additional housing must be accompanied by justification for at least one of the forms of housing that the policy intends to permit. In addition it will be subject to a Section 106 Legal Agreement which specifically permits the use of the property to housing for family members, holiday letting, rural worker, and for rent to local people. The Section 106 Agreement will prevent the sale of the property except as part of the farm enterprise or rural business or alternatively, as an affordable dwelling.

In the case of tenant farmers who need to manage a generational transition and build a property which they will own, and provided its initial occupation

shall be conditional upon the occupant taking over the farm tenancy initially, the new dwelling need not be tied to the main farm holding. It will be secured by a S106 agreement to be used only for rural workers, holiday letting, or local occupancy or affordable housing. Consideration of the siting and design of such new houses will be important to allow both the flexibility that the policy intends and also ensuring that there will be no unacceptable impact upon the visual or landscape amenity of the area. The reuse of an existing traditional building within the landscape or a suitable plot within or near to the existing farmyard, may prove to be a suitable site.

ENVIRONMENT

Objective: To value, protect and enhance the Parish's natural and built environment.

7.21 Emerging policy in Eden's new Local Plan includes strong protection of the District's natural and built environment, such that it would not be appropriate to repeat such policies in the BNDP.

7.22 During consultation the community expressed an aspiration to protect good agricultural land from development. This is already national and local policy and so should not be repeated here.

7.23 There was also an aspiration to control masts, pylons, wind turbines or other structures that would be highly visible, particularly on skylines. National and local policy on such structures is already strong and it would be difficult for the BNDP to justify stronger protection. It should also be remembered that utilities and infrastructure providers can often install local infrastructure without planning permission.

7.24 However, it is quite legitimate for the BNDP to protect features of the area that are particularly valued by the local community including green spaces and trees and hedges.

7.25 One issue that emerged as a particular issue in this rural area is light pollution, and pending the adoption of emerging policy in the Eden District Local Plan, it is legitimate for the BNDP to address the issue.

POLICY EN1

Development on the Local Green Spaces shown on the Proposals Map (see Appendix 1) will not be acceptable unless it preserves or enhances the current use and existing character of the space. Exceptionally, essential infrastructure proposals will be acceptable where it can be proven that there is no feasible alternative site and satisfactory mitigation proposals are submitted and implemented.

POLICY EN2

Where a lighting scheme that could impact upon neighbouring premises is proposed as part of a development, an impact assessment will be required. This will need to evaluate the lighting levels and their acceptability against an agreed methodology. Outdoor lighting schemes will be considered against the following criteria:

- 1. No adverse impact on neighbouring uses or the wider landscape;**
- 2. Light levels being the minimum required for security and working purposes;**
- 3. Minimising the potential glare and spillage;**
- 4. Be as energy efficient as possible or run from a renewable energy source and;**
- 5. Minimise upward light pollution.**

Development which fails to satisfy any of these criteria will not be acceptable.

EMPLOYMENT

Objective: To support existing local employment and encourage new enterprise and employment opportunities of an appropriate scale and character.

7.26 Emerging policy in Eden's Local Plan Preferred Options encourages employment proposals of an appropriate scale and character in rural areas, including live/work units, (Policies RUR2 and 3, at the time of writing), with a preference for conversions rather than new-build. This is in line with our objective. Thus it is not considered necessary to include a similar policy here.

7.27 However, it is considered that some locational guidance should be given and that this should relate to Bolton village. In open countryside, new businesses should be well related to existing groups of buildings unless a conversion is proposed.

POLICY EMP1

On sites well related to Bolton village, employment developments of an appropriate scale (including new build and live/work units) will be supported where they meet the following criteria:

- 1. Wherever possible involve the re-use of suitable redundant traditional rural buildings**
- 2. Involve the expansion of appropriate and existing businesses**
- 3. Help towards the diversification of the rural economy**
- 4. Do not have a significant transport impact**
- 5. Are of a scale and type sympathetic to the area within which they are proposed**
- 6. Would respect and reinforce local landscape character and built heritage and not cause harm to the natural environment, through consideration of form, scale, location and the use of good design and traditional materials.**
- 7. Adopt the highest possible standards of sustainable design and demonstrate efficient energy use.**

In the open countryside, employment developments of an appropriate scale, including those for farm diversification, will also be supported where the proposal is sensitive to local landscape character, and provided they meet the above criteria.

In addition, proposals for farm diversification will be expected to meet the following additional criteria;

- 8. They will help sustain an existing farm business**
- 9. They are of a scale which is consistent to the location of the farm holding**
- 10. They would not prejudice the agricultural use of the unit.**

INFRASTRUCTURE

Objective: To encourage the provision of adequate and up to date infrastructure in the Parish.

7.28 With the "Connecting Cumbria" initiative and criterion 7 of Policy DP1 above, the issue of adequate infrastructure is properly covered.

FACILITIES

Objective: To protect community facilities from development and changes of use which would lead to their loss.

7.29 Emerging policy in the Eden Local Plan (Policy COM1) seeks to protect community facilities, but as this is not likely to be adopted for some time yet, it is considered appropriate to include a similar policy now in the BNDP.

7.30 The local community may wish to seek to designate certain particularly valued facilities as "Assets of Community Value" (ACVs).

POLICY FAC1

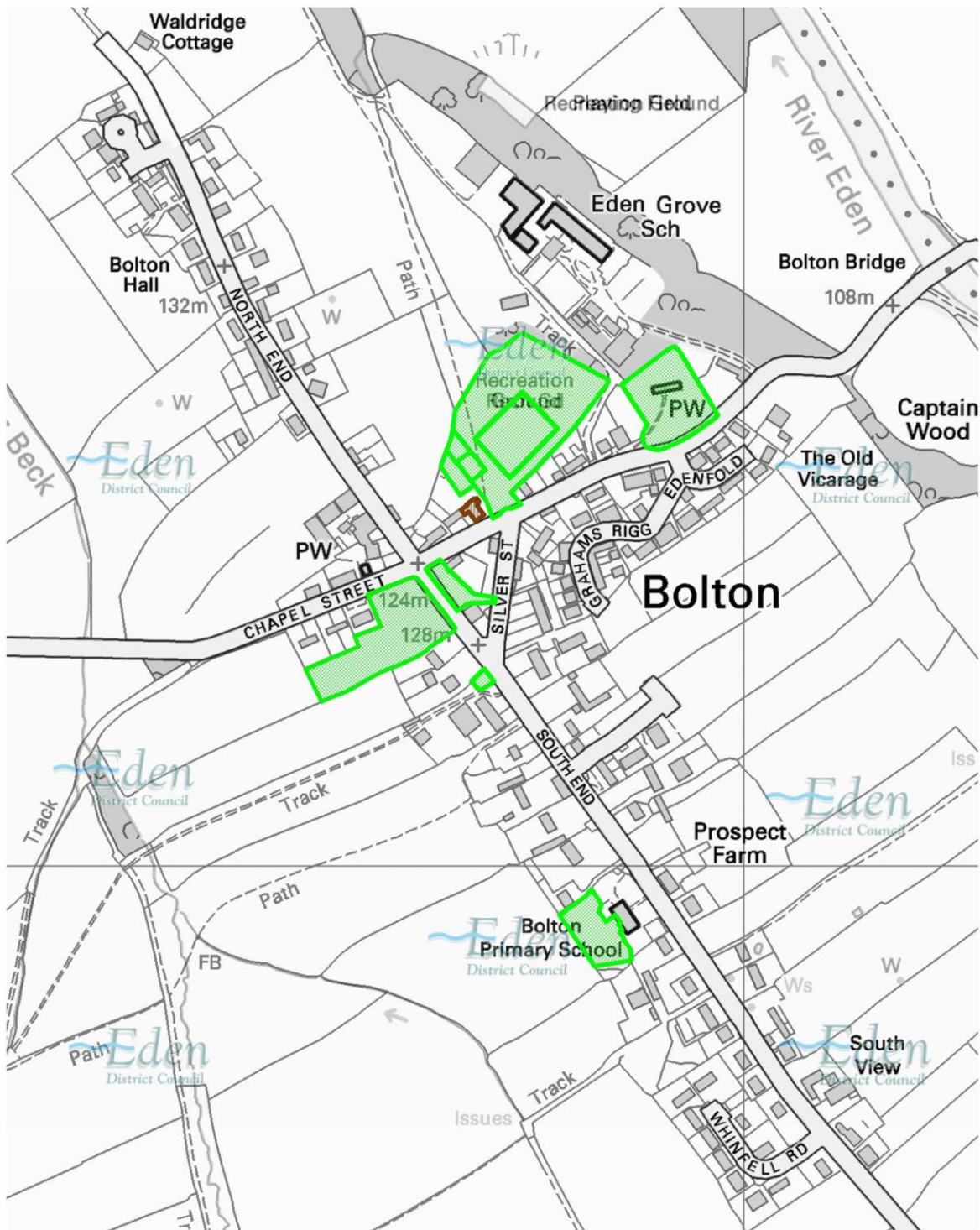
Proposals for the development of or extension to community services and facilities, including proposals that will assist in their retention, will be permitted where:

- 1. The scale and design is suited to the location**
- 2. It respects the local built environment, character and conservation interests**
- 3. It is compatible with residential amenity**
- 4. Appropriate parking and servicing arrangements can be made.**
- 5. Proposals meet the highest possible standards of sustainable design."**

The use of buildings for multiple community functions will be encouraged and supported. Where permitted development rights do not apply, the change of use of facilities in Bolton such as the public house, school, church/chapel, village hall, allotments or other facility considered important to the community will only be permitted where it can be demonstrated that:

- 1. There is no longer a need for the facility or suitable and accessible alternatives exist, or**
- 2. That it is no longer economically viable to provide the facility.**
- 3. That the site has been unsuccessfully marketed for sale in its current use.**

Appendix 1 Proposed Green Space Map



Date: 12th May 2015
 Scale: 1:4200 @ A4
 Drawn by: FMc/AD/Communities
 Location: Bolton Neighbourhood Development Plan

Key

-  Open Space
-  Community Facilities



©Crown Copyright and Database Rights (100023754) (2015)